

Policies and Implementation of Village Fund Direct Cash Assistance (BLT-DD) during the Covid-19 Pandemic in Central Java: Juridical and *Maqasid ash-Shari'a* Perspectives

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Abstract: The policy and implementation of Village Fund Direct Cash Assistance (BLT) in Central Java has caused its own problems. On the one hand, he has helped rural communities affected by the Covid-19 pandemic in maintaining their lives and freeing them from food insecurity. On the other hand, the policy and implementation of the Village Fund BLT also drew a lot of protests from the village community, because the distribution was considered unfair. In addition, the policy has also disrupted activities that have broad benefits for the village community. On this basis, this article examines the policy and implementation of Village Fund Direct Cash Assistance (BLT) in Central Java from a juridical and *maqasid ash-syari'ah* perspective. This study uses a descriptive-analytic method with a juridical and *maqasid ash-shari'a* approach. Several conclusions have been obtained from the study that has been carried out: first, the Village Fund Direct Cash Assistance (BLT) is a preventive government policy. Second, the Village Fund BLT implementation in Central Java has gone quite well, although some problems accompany it, both related to data collection on prospective beneficiaries and their distribution. Third, from a juridical perspective, the policy signifies that the Indonesian government has implemented justice as well as the mandate of Pancasila and the Constitution of 1945. Meanwhile, according to the perspective of *maqasid ash-shari'a*, the policy and implementation of the Village Fund BLT in Central Java have been in line with the objectives of Islamic law (*maqasid ash-hyari'a*), both at the primary, secondary, and tertiary levels. The Village Fund BLT has protected the religion, soul, lineage, mind, and property of the poor and vulnerable in Central Java due to the Covid-19 pandemic.

Keywords: *Cash Direct Assistance (BLT); Village Funds; Covid-19; Social Safety Nets; maqasid ash-shari'a.*

Abstrak: Kebijakan dan implementasi Bantuan Langsung Tunai (BLT) Dana Desa di Jawa Tengah telah menimbulkan persoalan tersendiri. Pada satu sisi, ia telah membantu masyarakat desa yang terdampak pandemi Covid-19 dalam mempertahankan hidup dan membebaskan

mereka dari kerawanan pangan. Di sisi lain, kebijakan dan implementasi BLT Dana Desa juga menuai banyak protes dari masyarakat desa, karena distribusinya dianggap tidak adil. Selain itu, kebijakan tersebut juga telah menyebabkan kegiatan-kegiatan yang bernilai manfaat luas bagi masyarakat desa menjadi terganggu. Atas dasar hal tersebut, artikel ini mengkaji kebijakan dan implementasi Bantuan Langsung Tunai (BLT) Dana Desa di Jawa Tengah dari perspektif yuridis dan maqasid asy-syari'ah. Penelitian ini menggunakan metode deskriptif analitik dengan pendekatan yuridis dan maqashid syari'ah. Dari kajian yang telah dilakukan diperoleh beberapa kesimpulan: *pertama*, Bantuan Langsung Tunai (BLT) Dana Desa merupakan kebijakan pemerintah yang bersifat prefentif. *Kedua*, implementasi BLT Dana Desa di Jawa Tengah sudah berjalan baik, meskipun masalah yang menyertainya, baik terkait pendataan calon penerima bantuan maupun distribusinya. *Ketiga*, dari perspektif yuridis, kebijakan tersebut juga bermakna bahwa pemerintah Indonesia telah menegakkan keadilan dan sekaligus telah melaksanakan amanah Pancasila dan UUD 1945. Sementara dari perspektif maqasid asy-syari'ah, kebijakan dan implementasi BLT Dana Desa di Jawa Tengah telah selaras dengan tujuan disyariatkannya hukum Islam (*maqāṣid asy-syari'ah*), baik pada tataran primer, sekunder, maupun tersier. BLT Dana Desa telah mampu melindungi agama, jiwa, keturunan, akal pikiran, dan harta benda masyarakat miskin dan rentan yang ada di Jawa Tengah akibat pandemi Covid-19.

Kata kunci: *Bantuan Langsung Tunai (BLT); Dana Desa; Covid-19; Jaring Pengaman Sosial; maqāṣid asy-syari'ah*

Introduction

The Covid-19 pandemic has affected many communities, especially in villages, and it has caused many of them to lose their jobs and income, thus threatening their lives.¹ Following this fact, the Central Government issued a strategic policy for village communities affected by the Covid-19 pandemic by providing Village Fund Cash Direct Assistance or *Bantuan Langsung Tunai* (BLT) to village communities affected by Covid-19.² This assistance aims to protect the poorest, chronically ill, and those affected by Covid-19 so that they can survive and avoid the threat of food insecurity.

¹ Leo Agustino, *Dasar-Dasar Kebijakan Publik*, (Bandung: Alfabeta, 2019), 9.

² Tangkilisan, Hessel Nogi S, *Kebijakan Publik yang Membumi: Konsep, Strategi & Kasus*, (Jakarta: Kerjasama Lukman Offset & Yayasan Pembaruan Administrasi Publik Indonesia, 2003).

The Village Fund Direct Cash Assistance (BLT) policy aims to reduce the burden on the poor and chronically ill in villages due to Covid-19.³ In Central Java, the Village Fund BLT policy has helped the poor deal with the Covid-19 pandemic. However, the policy's execution has also generated considerable controversy, primarily because its distribution is viewed as both unjust and equitable. The majority of Central Java's impoverished villagers did not receive it.⁴ Therefore, many people protested the implementation and distribution of the Village Fund BLT, which was considered only given to some people, while many poor people affected by Covid-19 did not obtain it.⁵

In addition to issues of justice and equity, controversy is also caused because village funds should be used to finance activities that greatly impact the village community and not for the benefit of individuals. The Village Fund BLT policy has caused delays in development activities and village community empowerment. The construction of roads, reservoirs, concrete rebates, and drainage was finally canceled because the budget was refocused on BLT activities. In fact, these infrastructure activities are very much needed by rural communities because they are related to their socio-economic life. In addition to physical activities, community empowerment activities, such as Village-owned enterprises (BUMDes) development, stunting, social training, *Posyandu* or Integrated Healthcare Center, and

³ Tim Penyusun, *Panduan Pendataan Bantuan Langsung Tunai Dana Desa*, (Jakarta: Kompak kerja sama dengan Kementerian Desa PDTT, Bappenas dan Kementerian Keuangan, 2020), 3.

⁴ In March 2020, the number of poor people in Central Java (with monthly per capita expenditure below the Poverty Line) reached 3.98 million (11.41 percent). See data from The Central Statistics Agency (BPS) Central Java Province. See also Public Relations Central Java, "Dua Kali Tertinggi Nasional, Ganjar: Angka Kemiskinan Jateng Harus Turun Sampai Satu Digit", January, 2020.

⁵ In several villages in Central Java, there have been protests over the implementation of the Village Fund BLT, as happened in Blora, Kudus, and Grobogan. See "Tuntut Transparansi Bansos Corona, Petani di Hutan Blora Geruduk Balai Desa Baca", <https://news.detik.com/berita-jawa-tengah/d-5037779/tuntut-transparansi-bansos-corona-petani-di-hutan-blora-geruduk-balai-desaj>; <https://jateng.inews.id/berita/tak-dapat-surat-undangan-penerima-bantuan-warga-grobogan-protas-kepala-desaj>, and also "Titik Terang Polemik BLT Covid-19 Sidorekso Kudus", Tagar.id, June 18, 2020.

PAUD/early childhood are also disrupted by this Village Fund BLT policy.⁶

Another thing that has received attention and protests from the community is related to data collection, verification, determination, and distribution.⁷ The public has filed 592 complaints regarding implementing the Village Fund BLT in Central Java through the official website of the Ministry of Guidance, SMS Center, and Call center.⁸

Concerning government policies that aim to aid and alleviate the burden of life for the poor in rural regions through the policy of giving Village Fund Direct Cash Assistance (BLT) and the emergence of several implementation challenges, it becomes interesting to analyse and evaluate these concerns. Thus, this research focuses on implementing the Village Fund BLT in Central Java from the perspective of *maqāṣid ash-shar'ā*.

So far, few publications have investigated the topic of Village Fund Direct Cash Assistance (BLT) during the Covid-19 epidemic, particularly those focusing on the implementation of Village Fund BLT in Central Java. However, several works examine the implementation of BLT in the form of books and scientific articles. Among these works are Meuthia Rosfadhila's research on the implementation of the Cash Transfer program in 2008 and its evaluation in 2015⁹ and Erani Ahmad Yustika's research on the village development system.¹⁰ In addition,

⁶ See Regulation of the Minister of Villages PD/PT Number 11 of 2019 regarding the priority of using the Village Fund in 2020.

⁷ Due to the financial restrictions imposed by Permendesa PD/PT No. 06 of 2020, not all impoverished persons are eligible for Village Fund BLT. See Permendesa PD/PT Number 06 of 2020, which regulates the maximum budget allocable to BLT Village Fund activities.

⁸ Regarding complaints from the people of Central Java, read Ministry of Village Receives 2,654 Complaints about Social Assistance (Bansos) and Village Fund BLT, *cnnindonesia*, 31 May 2020. <https://www.cnnindonesia.com/ekonomi/20200531152840-532-508511/kemendes-terima-2654-aduan-soal-bansos-dan-blt-dana-desa>.

⁹ Meuthia Rosfadhila, *Kajian Pelaksanaan Program Bantuan Langsung Tunai (BLT) 2008 dan Evaluasi Penerima Program BLT 2005 di Indonesia*, (Jakarta: Lembaga Penelitian Semeru, 2013).

¹⁰ Erani Ahmad Yustika, *Sistem Pembangunan Desa*, (Jakarta: Direktorat PPMD, 2015).

there is also a work that specifically examines the issue of BLT Village Funds during the pandemic, namely the research of Dian Herdiana and her colleagues on the implementation of the Village Fund Cash Direct Assistance (BLT) policy for communities affected by Covid-19 in Sumedang Regency.¹¹ Herdiansa's work almost has similarities to this research. However, the object of study, approach, and theory used differ entirely from this research.

This research is descriptive-analytic research with a juridical-normative approach.¹² This study describes a phenomenon, event, and incident related to implementing Village Fund Direct Cash Assistance (BLT) in Central Java Province. Data were obtained through observation and in-depth interviews with village officials, community leaders, and assistants. The data is then analysed qualitatively with a juridical-empirical approach and *maqāṣid ash-shari'a*. A juridical-empirical approach is used to analyse the behavior of rural communities in Central Java based on existing legal regulations.¹³ In comparison, *maqāṣid ash-shari'a* approach is used to observe and analyse the policies, implementation, and impacts of providing Village Fund Cash Direct Assistance (BLT) for rural communities based on the objectives of Islamic law. In relation to this *maqāṣid ash-shari'a*, ash-Syatibi emphasised that the purpose of the revelation of Islamic law was to bring good and benefit while simultaneously keeping away worse and danger. In this case, ash-Syatibi divides *maqāṣid ash-shari'a* into three levels, namely daruri or primary (*ad-daruriyyah*), secondary (*al-hājiyyah*), and tertiary (*at-tahsinīyyah*).¹⁴ *Maqāṣid ash-shari'a* ash-Syatibi is used to

¹¹ Dian Herdiana, et al., "Implementasi Kebijakan Bantuan Langsung Tunai (BLT) Dana Desa bagi Masyarakat Terdampak Covid-19 di Kabupaten Sumedang: Isu dan Tantangan", *Jurnal Inspirasi*, Vol. 12 No. 1, 2021.

¹² Winarno Surakhmat, *Pengantar Penelitian Ilmiah*, (Bandung: Tarsito, 1985), 140.

¹³ The empirical juridical approach is an approach that analyzes people's behavior as a result of interacting with the existing system of norms. Fajar Mukti, Achmad Yulianto, *Dualisme Penelitian Hukum Normatif dan Empiris*, (Yogyakarta: Pustaka Pelajar, 2010), 51.

¹⁴ Abu Ishaq asy-Syatibi, *Al-Muwāfaqāt fī Uṣūl asy-Syari'ah*, (Beirut: Dar al-Kutub al-Ilmiyyah 1341 H.), pp. 7-8. See also Ahmad Raisuni, *Nazariyyat al-Maqāshid 'inda asy-Syatibi*, (Herndon-Virginia, The International Institute of Islamic Thought ,1995), p. 145.

analyse the implementation of BLT Village Funds in Central Java. Data analysis was carried out through three stages: data reduction, presentation, and data verification. After that, conclusions are made.¹⁵

The Covid-19 Pandemic and the Rising Poverty Rate in Central Java

Central Java Province, including one with a high poverty rate: is above the national poverty rate. In 2020, poverty in Central Java is still around 11.41% or 3.98 million people, while the national poverty rate is only 9%.¹⁶ Most of the poor in Central Java live in villages, which is 12.26 percent, while the poor live in urban areas at 8.99 percent.¹⁷

One of the causes of the increase in poverty in Central Java is the Covid-19 pandemic. The Covid-19 pandemic has suppressed Central Java's economic growth in the second quarter of 2020. According to data released by the Central Statistics Agency (BPS) on August 5, 2020, the economy of Central Java contracted by 5.94 percent in the second quarter of 2020, compared to a 2.61 percent decline in the first quarter of 2020. It has also had an impact on the decline in the production and consumption of goods and services, both at the global, national and regional levels, including in Central Java.¹⁸

Economic Condition Index Chart 2020

In addition to increasing poverty rates, the Covid-19 pandemic spawned much unemployment. Referring to the release of the Central Bureau of Statistics, the unemployment rate in 2020 has increased compared to the same period in 2019. The number of the workforce who did not work in February 2020 was 0.80 million people or an increase of 2.56% compared to the conditions in February 2019, which amounted to 0.78 million people.

¹⁵ Matthew B. Miles dan Michaels A. Huberman, *Qualitative Data Analytis*, trans. Analisis Data Kualitatif, (Jakarta: UI Press, 1992), p. 16.

¹⁶ BPS data in 2020.

¹⁷ Central Java Public Relations, "Dua Kali Tertinggi Nasional, Ganjar: Angka Kemiskinan Jateng Harus Turun Sampai Satu Digit", Januari 2020.

¹⁸ Central Java BPS data on August 5, 2020.

Graph of Current Employment and Income Conditions

The data above shows increased poverty and unemployment rates in Central Java due to the Covid-19 pandemic, especially in Rembang and Grobogan regencies.¹⁹

Due to a large number of poor people in villages in Central Java due to the Covid-19 pandemic, the Village Fund BLT cannot be given to all poor people. In addition, the Village Fund is basically not for poverty assistance but for village development, such as the procurement and development of village infrastructure (construction of roads, bridges, drainage, reservoirs, and main tools), stunting convergence, PAUD, *Posyandu*, Uninhabitable House Data Collection/RTLH, and BUMDes development. The allocation of BLT Village Funds is also limited by regulations so that not everything is sucked up for BLT-Village Funds.

In Permendesa PDTT Number 06 of 2020, the maximum budget that may be allocated for BLT-DD activities is regulated as follows:

1. Villages receiving village funds of less than IDR800,000,000 (eight hundred million rupiahs) shall allocate Village Fund BLT a maximum of 25% (twenty-five percent) of the total village funds.
2. Villages receiving village funds of IDR800,000,000 (eight hundred million rupiahs) up to IDR1,200,000,000 (one billion two hundred million rupiahs) shall allocate Village Fund BLT a maximum of 30% (thirty percent) of the total village funds.
3. Villages receive village funds of more than IDR1,200,000,000 (one billion two hundred million rupiahs) shall allocate Village Fund BLT a maximum of 35% (thirty-five percent) of the total village funds.
4. In particular, villages where the number of low-income families is greater than the allocated budget, can increase

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The poverty rate in Rembang Regency and Grobogan Regency is still very high. The two districts are even included in the 10 poorest districts in Central Java. See *Negeri Pesona*, "Daftar Kabupaten Termiskin di Jawa Tengah", 2020.

the allocation after obtaining approval from the Regency/City Government.²⁰

Although there is a need for the Local Government to fund more, it is difficult to do so due to the abundance of village activities. Other priority activities with a functionally broader impact on the community, such as the construction of farm roads, bridges, reservoirs, drainage, tourism development, development of Village Owned Enterprises (Bumdesa), superior village products, handling and stunting prevention, PAUD, and Posyandu, also require substantial financial resources. These activities must also be realised because they are needed by the community and can improve the quality of life and empower the economy of rural communities. Clearly, these prioritised activities have a more significant influence on the village community than the Village Fund BLT, which only impacts a few people or families.

Village Fund BLT Policy in Central Java

The Village Fund BLT policy has actually been a discourse since the end of March, but it was only realised in early April 2020. The policy is stated in Government Regulation in Lieu of Law (Perppu) Number 1 of 2020 concerning state financial policies and financial system stability for handling the 2019 coronavirus disease (Covid-19) pandemic and at the same time in order to face threats that endanger the national economy and financial system stability. The regulation was then promulgated through Law Number 02 of 2020. The issuance of the Perppu was then followed by the issuance of its derivative regulations, namely Minister of Finance Regulation (PMK) Number 40 of 2020 and Minister of Village Regulation (Permendesa) PDTT Number 6 of 2020, which essentially requires all villages budgeted part of their village funds for Village Fund Direct Cash Assistance (BLT) activities.²¹ PMK Number 40 of 2020 was then updated with PMK

²⁰ Regarding the maximum limit for the use of Village Funds for Village Fund BLT activities in 2020, it can be seen in the Permendesa PDTT concerning methods and mechanisms for distributing BLT Village Funds.

²¹ Based on the 1945 Constitution Article 18 B Paragraph (2) and Article 18 Paragraph (7), Law Number 6 of 2014 concerning Villages places the village as a hybrid organization between the self-governing community and local self-

Number 50 of 2020, and similarly, Permendesa PDTT Number 6 of 2020 was updated with Permendes Number 07 of 2020, which essentially extended the BLT for Village Funds from the initial three months to six months although with different allocations.²²

After various regulations from the center, the Central Java Provincial Government and the District, District, and Village Governments in this province then took quick steps to realise the policy. Twenty-nine Central Java districts adjusted policies and regulations from the center. They immediately issued Regent Regulation (Perbub) Amendments to Village Financial Management and Village Fund Allocation (*Alokasi Dana Desa* or ADD), so the village could immediately follow up.²³

government. Villages are not synonymous with village government and village heads. The village contains the government and, at the same time, contains the community to form a legal entity (entity) or an organic unit. Editorial Team, *Tanya Jawab seputar Undang-undang Desa*, (Jakarta: Kementerian Desa PDTT RI, Juni 2015), p. 22.

²² In relation to this BLT and Village policy, see further in Government Regulation in Lieu of Law Number 01 of 2020 concerning State Financial Policy and Financial System Stability for Handling the 2019 Corona Virus Disease (Covid-19) Pandemic and/or in the Context of Facing the Threats Endangering the National Economy and/or Financial Stability, Regulation of the Minister of Finance (PMK) Number 40/PMK.07/2020 of 2020 concerning Amendments to Regulation of the Minister of Finance Number 205/PMK.07/2019 concerning Management of Village Funds and Regulation of the Minister of Finance Number 50 of 2020 concerning the Second Amendment to the Regulation of the Minister of Finance Number 205/PMK.07/2019 concerning the Management of Village Funds and the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration (Permendesa PDTT) Number 06 of 2020 concerning Amendments to the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration (Permendesa PDTT) Number 11 of 2019 concerning Priorities for the Use of Village Funds in 2020 and Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration (Permendesa PDTT) Number 07 concerning Amendments to the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration (Permendesa PDTT) Number 11 of 2019 concerning Priorities for Use of Village Funds in 2020.

²³ The Village Government cannot directly follow up on this change in regulation at the district level because it still has to wait for changes at the village level under Permendagri Number 14 of 2016. In the Permendagri, it is stated that to change the village's policies, and the Village Government needs to conduct village deliberations by inviting all village stakeholders, such as the Village Government, BPD, community leaders, youth groups, and other community groups. See

In addition to issuing the Village Fund BLT policy, the government also issues technical instructions to be used as guidelines and guidance for implementers in the field, starting from the data collection process, data synchronisation, data validation, the Village Fund BLT Special Musdes, verification, and distribution. Data collection on candidates for Village Fund BLT recipients by Covid-19 Volunteers and RT/RW is based on the criteria set out in existing regulations, both Permendesa PD'TT Number 06 of 2020, PMK Number 40 of 2020, and other technical guidelines.²⁴ Thus, the Village Fund BLT will be distributed transparently and on target.²⁵

About the candidates for the Village Fund BLT recipients, the government, through the Ministry of Social Affairs, has set 9 (nine) criteria out of 14 (fourteen) poverty criteria that must be met. This is meant to ensure that the Village Fund BLT helps the most disadvantaged, needy, and vulnerable communities. Therefore, the Village Fund BLT is only available to people who truly have a need and are in challenging circumstances. The fourteen criteria for poverty are:

1. The floor area of a residential building is less than 8 m² per person;
2. The type of floor of the residence is made of cheap earth/bamboo/wood;
3. Types of residential walls made of bamboo/rumbia/low-quality wood/walls without plaster;

Regulation of the Minister of Home Affairs Number 14 of 2016 concerning the Second Amendment to the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 32 of 2011 concerning Guidelines for Providing Grants and Social Assistance Sourced from the State Budget.

²⁴ Letter of the Director General of Village Community Development and Empowerment Number 9/PRI.00/IV/2020 dated April 16, 2020 regarding Technical Guidelines for Family Data Collection for Candidates for Village Fund BLT Recipients and Letter Number 10/PRI.00/IV/2020 dated April 21, 2020 concerning Confirmation of Instructions Technical Data Collection for Candidates for Village Fund BLT Recipients.

²⁵ Regarding the technical implementation of the Village Fund BLT, you can read more about Permendesa Number 06 of 2020, PMK Number 40 of 2020 and Permendesa PD'TT concerning methods and mechanisms for distributing BLT Village Funds.

4. Do not have defecation facilities/shared with other households;
5. Household lighting sources do not use electricity;
6. The source of drinking water comes from wells/unprotected springs/rivers/rainwater;
7. The fuel for daily cooking is firewood/charcoal/kerosene;
8. Only consume meat/milk/chicken once a week;
9. Buy only one new set of clothes a year;
10. Only able to eat as much as once/twice a day;
11. Unable to pay medical expenses at the Public health center/polyclinic;
12. Sources of income for the head of household are: farmers with a land area of 500 m², farm laborers, fishermen, construction workers, plantation workers, and or other occupations with incomes below IDR600,000 (six hundred thousand) per month (can be proven);
13. The highest education of the head of the household: uneducated/not finished elementary school/graduated elementary school; and,
14. Do not have savings/goods that are easy to sell with a minimum of IDR 500,000,- such as credit/non-credit motorcycles, gold, livestock, motorboats, or other capital goods.²⁶

Of the fourteen criteria, the candidate for the Village Fund BLT must meet a minimum of nine criteria following the Ministry of Social Affairs rules. Thus, the poor category in Permendesa PDTT Number 06 of 2020 and Permendesa PDTT Number 07 of 2020 are low-income families meeting at least nine criteria of the above fourteen poverty standards.

²⁶ Letter of the Director General of Village Community Development and Empowerment Number 9/PRI.00/IV/2020 dated April 16, 2020 regarding Technical Guidelines for Family Data Collection for Candidates for Village Fund BLT Recipients and Letter Number 10/PRI.00/IV/2020 dated April 21, 2020 concerning Confirmation of Instructions Technical Data Collection for Candidates for Village Fund BLT Recipients.

To ensure that the Village Fund BLT's potential recipients are impoverished, the Central Java government strictly conducts data collection, verification, and validation at all levels. All stakeholders carry out these processes and mechanisms, starting from Covid-19 Volunteers, RT/RW, Dukuh, Village Governments, District Governments, Regency Governments, and Social Services. According to the existing Technical Guidelines, the process is going quite well in Central Java Province. However, it must be admitted that there are still some problems in data collection and distribution. However, in general, the implementation of the Village Fund BLT in Central Java Province is running well and on target so that it can positively impact the socio-economic life of the village community, which can help ease the burden on the village community life in the midst of the Covid-19 pandemic.

Implementation of the Village Fund BLT and Related Issues in Central Java

The process and implementation of Village Fund Direct Cash Assistance (BLT) in Central Java can be said to have gone quite smoothly, starting from the data collection, verification, and distribution process. In Bandongan Sub-district, Magelang Regency, Central Java, for example, the process of identification, verification, synchronisation, and validation, as well as the determination of Beneficiary Families (KPM) in villages, runs democratically and transparently. There is not the slightest incongruity in these processes. Village Meeting or *Musdes* is also carried out transparently and is attended by all elements, including the village government, BPD, community leaders, RT/RW, volunteers, and representatives from community groups. Everything runs in a democratic, conducive and transparent manner. However, it is recognised that in the assisted villages, no poor people can meet at least 9 (nine) of the 14 (fourteen) poverty criteria set by the Ministry of Social Affairs. Because no family can meet the 9 (nine) poverty criteria set by the Ministry of Social Affairs, the Village Government lists the poorest families in their village, most affected by the Covid-19 Pandemic, and have not received

any assistance. This is done because the BLT-DD policy is mandatory.²⁷

An almost ideal condition occurs in the villages in Sedan District, Rembang Regency. According to a Professional Assistance Personnel (*Tenaga Pendamping Profesional*/TPP), all BLT Village Fund processes run democratically, accountable, and transparently, from identification, verification, data synchronisation, Special *Musdes* validation and determination of prospective beneficiary families to sub-district and district validation. Everything is done in accordance with existing regulations and technical guidelines. However, according to the informants, the 14 poverty criteria from the Ministry of Social Affairs are actually no longer relevant to the situation and condition of rural communities in Sedan Rembang District. Nowadays, it is quite unusual to locate poor people who live in homes with clay floors, do not have access to bathrooms, eat only once or twice per day, or do not utilise electricity for domestic lights. Therefore, the poverty criteria are adjusted to the local community's assessment standards. The data collection was carried out by volunteers based on RT/RW and actually the poorest people who had not received any assistance designated as the Beneficiary Family (*Keluarga Penerima Manfaat* or KPM) of the Village Fund BLT. Validation and determination at the Special Village Deliberation also went very transparently and democratically so that there were no complaints from anywhere.²⁸

On the other hand, some problems arise in the process of distributing Village Fund BLT in Central Java, including that based on Permendesa PDTT Number 06 and Permendesa PDTT Number 07 of 2020, the distribution of BLT Village Funds phase I begins in April to July and Phase II starts from July to September. However, due to the process of changing the Perbub, identification, synchronisation, and data validation of the Special *Musdes* for determining prospective Beneficiary Families (KPM) of BLT Village Funds, the Special *Musdes* for Revising APBDES up to the stipulation of the Revised APBDES, it takes quite a long time, so many villages in Central Java who are late in distributing the Village Fund BLT. Therefore, until October 2020,

²⁷ Interview with one of the Professional Assistants in Bandongan District, on October 20, 2020.

²⁸ Interview with PDP, Sedan District, Rembang Regency, on October 20, 2020.

many villages in Central Java still have not distributed the Phase II Village Fund BLT due to several technical obstacles in the field. The lack of poor people in several villages who can meet the minimum nine requirements of poverty, the number of people who have lost their jobs and means of support due to the Covid-19 pandemic, and the absence of data held by District and Provincial Manpower are linked to pre-employment cards.

Another issue relates to the distribution of the Village Fund BLT. There have been numerous complaints about the distribution of BLT Village Funds in several areas of Central Java. These complaints have ranged from the lack of transparency in the data collection of potential BLT recipients, the lack of procedures in the implementation process, the withholding of BLT funds for social purposes, the distribution of aid that was off-target, to the existence of rogue elements who use the Village Fund BLT for their own personal gain. In Grobogan Subdistrict and Pamotan Rembang Subdistrict, for example, several villages do not carry out the process of distributing Village Fund BLT per the existing technical guidelines. Meanwhile, in Lebak Village, Grobogan District, data collection was not carried out by Village Volunteers Against Covid-19 but directly carried out by the Village Government through RT/RW. Apart from not involving Rewalan Village, the Special Village Deliberation (*Musyawarah Desa Khusus*) also did not involve community leaders and community groups, thereby raising suspicion from several parties. As a result, the Village Fund BLT is still given to many individuals in good wealth-health and community leaders.²⁹

A journalist from the National media confirmed this in Grobogan. According to him, the Village Fund BLT in Grobogan Regency is indeed distributed to all villagers who have not received any social safety nets, including those who are already quite well off. It is because almost all poor people in the villages in Grobogan have received other assistance, such as Cash Social Assistance (*Bantuan Sosial Tunai* or BST), Non-Cash Food Assistance (*Bantuan Pangan Non-Tunai* or BPNT), Family Hope Program (*Program Keluarga Harapan* or PKH),

²⁹ Interview with one of the Lebak Village leaders who was not invited to the Special Musdes event for determining the KPM on October 17, 2020.

and assistance from the Regency and Provincial Governments. The village took this step to avoid social jealousy among the villagers.³⁰

The same situation also occurs in Rembang Regency. In Gegersimo Village, Pamotan District, Rembang Regency, the Village Fund BLT is divided equally among all residents who have not received a social safety net, such as the Family Hope Program (PKH), Cash Social Assistance (BST), Non-Cash Food Assistance (BPNT), Assistance from Provincial and District Government. One TPP Pamotan Sub-districts member explained that in order to prevent social jealousy, all people who have not received a social safety net are registered to receive Village Fund Cash Direct Assistance. This step was taken because the number of people who have not received the social safety net in the village is not too many, so the Village Fund BLT can cover everything. In other villages in Pamotan Subdistrict, KPM candidates have actually carried out data validation. However, due to the identification process carried out by the Village Volunteers against Covid-19 and the validation carried out by the Village government, BPD, and community leaders who were present at the Special Musdes for determining the Beneficiary Families (KPM) of the Village Fund BLT, the number of KPMs was not optimal receive double assistances. Even in one village in Pamotan sub-district, 70 families received double aid, so they had to return it.³¹

The same situation happened in Nengahan Village, Bayat District, Klaten Regency. In this village, the Village Fund BLT, which should have been given to villagers who could not afford it, was given to BUMN employees with a multi-storey house and a Mitsubishi Pajero. Additionally, community members who are parents of government employees' children also receive benefits from the Village Fund BLT. On the other hand, there are parking attendants who have been affected by Covid-19 instead of receiving the Village Fund BLT but only receiving provincial government assistance of IDR 200,000.

³⁰ Interview with one of the National Media journalists who served in the Grobogan Regency area on October 17, 2020.

³¹ Interview with PDP Pamotan District, Rembang Regency, Central Java on October 17, 2020.

This demonstrates that the Village Fund BLT's implementation in Central Java has not been wholly targeted.³²

A similar case also occurred in Kudus Regency, Central Java. One of the members of the Kudus DPRD, Hendrik Marantek, regretted that the number of Village Fund BLTs was not well targeted. This condition occurred in Sidorekso Village, Kaliwungu District, Kudus Regency, Central Java. According to him, 67 (sixty-seven) quotas of Village Fund BLT were distributed to the wrong people. Sixty-seven Beneficiary Families (KPM) of the Village Fund BLT are people who are able and are still young (productive), so they are actually not eligible to receive assistance benefits. On the other hand, many chronically ill elderly still do not receive BLT Village Fund assistance. In this case, the Village Head constantly argues that they have carried out an exemplary process according to the established procedure. The Village Fund BLT's Beneficiary Families (KPM) has been determined through the Special Musdes, which many people attended, so there is no possibility of errors or mistakes.³³

Policy and Implementation of Village Fund BLT in Central Java Juridical and *Maqāṣid Ash-Sharī'a* Perspectives

The perspective of *maqāṣid ash-sharī'a*, which is to bring Islamic law to earth, is to achieve good, benefit people, and ward off evil. This section assesses government policies linked to the Village Fund BLT and its implementation in Central Java from this perspective.³⁴ asy-Syatibi divides *maqāṣid ash-sharī'a* into three levels, namely primary (*ad-darūriyyāt*), secondary (*al-ḥājīyyāt*), and tertiary (*at-taḥṣīniyyāt*). The three complement each other even though they have different priority

³² "Duh! Pegawai BUMN Punya Rumah Tingkat dan Pajero di Klaten Dapat Bantuan Covid-19", *Solo Pos*, 03 August, 2020.

³³ RMOLJATENG Republik Merdeka which was uploaded on June 18, 2020.

³⁴ Abu Ishaq ash-Shatibi, *Al-Muwāfaqāt fī Uṣūl asy-Syarī'a*, pp. 7-8. See also, Ahmad Raisuni, *Naẓariyyāt al-Maqāshid 'inda ash-Shatibi*, pp. 145-147; Wahbah az-Zuhaili, *Uṣūl al-Fiqh al-Islāmī* (Damaskus, Dar al-Fikr : 1986), 2: 1017; Satria Efendi, *Ushul Fiqh* (Jakarta: Prenanda Media, 2007), and Yudian Wahyudi, *Ushul Fikih versus Hermeneutika: Membaca Islam dari Kanada dan Amerika*, (Yogyakarta: Pesantren Nawesea Press, 2011), pp. 45-51.

scales.³⁵ All regulations of Islamic law, according to asy-Syatibi should not conflict with *maqāṣid ash-shari'a*, namely guarding religion (*ḥifẓ ad-dīn*) soul/life (*ḥifẓ an-nafs*), reason (*ḥifẓ al-'aql*), offspring (*ḥifẓ an-nasl*) and wealth property (*ḥifẓ al-māl*). The estuary of *maqāṣid ash-shari'ah* is justice and benefit.³⁶

The government's policy in the form of providing Direct Cash Assistance (BLT) through the Village Fund, as explained above, aims to help the community deal with the impact of the Covid-19 pandemic. More concretely, the assistance is intended to protect the poor, chronically ill and jobless from the threat of food insecurity due to the Covid-19 pandemic.

The objectives of Islamic law are, of course, in line with the policy and practice of the Village Fund BLT in Central Java, especially in maintaining and guarding the soul (*ḥifẓ an-nafs*) of every human being. This policy and practice have been able to save the lives of many poor people who have lost their jobs, suffered from chronic illnesses, and other weak people from the threat of food insecurity due to the Covid-19 pandemic. Several poor and vulnerable groups in Central Java have been assisted with Village Fund BLT to sustain their lives during the Covid-19 pandemic. Especially in the early days of the pandemic, they could not make ends meet because they could not leave the house to work. Government policies that require people to do physical and social distancing have caused them to be unable to meet their daily needs. Thus, the government's policy of granting Village Fund BLT has an important value for rural communities in maintaining and easing their life burden. Village communities widely use the Village Fund Direct Cash Assistance (BLT) to meet basic needs and maintain family members' health. One recipient of the Village Fund BLT in Lebak Village and Tanggunharjo Village, for example, stated that the Village Fund BLT was very valuable to them and had helped them meet their daily needs due to the Covid-19 pandemic.³⁷ Thus, the Village Fund BLT policy and implementation can be seem to be in line with *maqāṣid*

³⁵ Ahmad Raisuni, *Naẓariyyāt al-Maqāṣid 'inda ash-Shatibi*, pp. 144-146 and Ali Hasaballah, *Uṣūl at-Tasyrī' al-Islāmi*, (Kairo: Dar al-Ma'arif, 1964).

³⁶ Ash-Shatibi, *Al-Muwāfaqāt fī Uṣūl ash-Shari'a*, pp. 7-8.

³⁷ Interview with Ngelimin and Tutik as recipients of the Village Fund BLT in Lebak and Responharjo Villages, Grobogan District, Grobogan Regency.

ash-shari'ah, especially related to the care and protection of the soul or life of humanity (*hifẓ an-nafs*). In the terminology of asy-Syatibi, maintaining and protecting the human soul is one form of primary *maqāṣid ash-shari'a (darauri)*.³⁸ Meanwhile, viewed from a juridical perspective, the Village Fund BLT policy implies that the government has carried out its duties under the constitutional mandate, namely protecting the entire Indonesian nation and promoting the general welfare.³⁹

In addition to protecting the soul, the Village Fund BLT policy has also realised other *maqāṣid ash-shari'a* values, namely protecting offspring (*hifẓ an-nash*), mind (*hifẓ al-'aql*), and property (*hifẓ al-māl*).⁴⁰ In the context of the Village Fund BLT, it is proven to have been able to help maintain the minds (*hifẓ al-aql*) of the poor in facing the burdens of life due to the Covid-19 pandemic. With the Village Fund BLT, they are less anxious and do not experience mental stress (depression).⁴¹ Likewise, it has contributed to the preservation of the property of the underprivileged (*hifẓ al-māl*). The Village Fund BLT, in this instance, has left the impoverished with insufficient resources to survive the Covid-19 outbreak. Even though the aid is insufficient to cover all of their needs, the poor find great value in it, and it helps to lighten the burden of their lives.⁴²

Meanwhile, the government's policy regarding the Village Fund BLT, followed by the issuance of technical instructions, is intended to ensure that BLT Dana Desa assistance can be distributed transparently, targeted manner and a sense of justice. Policies, procedures and

³⁸ See Ash-Shatibi, *Al-Muwāfaqāt fī Uṣūl ash-Shari'a*, hlm. 7-8 dan Ahmad Raisuni, *Naẓariyyat al-Maqāṣid 'inda ash-Shatibi*, pp. 145-147.

³⁹ A. Ubaedillah and Abdul Rozak (ed.), *Demokrasi Hak Asasi Manusia dan Masyarakat Madani*, Revised Edition, (Jakarta: ICCE bekerja sama dengan UIN Syarif Hidayatullah Jakarta, 2006), pp. 25-26.

⁴⁰ Ash-Shatibi, *Al-Muwāfaqāt fī Uṣūl ash-Shari'ah*, pp. 7-8.

⁴¹ One of the villagers said that Covid-19 had caused their merchandise to not sell, so they were confused about meeting their daily needs.

⁴² The recipients of the Village Fund BLT in Grobogan and Pamotan sub-districts used the money to buy basic food items such as rice, cooking oil, sugar, flour, vegetables and side dishes. They also use it to buy milk for their children. Interviews with Village Fund BLT recipients in Grobogan District and Pamotan Rembang District on August 8 and 9, 2020.

mechanisms for implementing and distributing Village Fund BLT have been aligned with *maqāṣid ash-shari'a* at the secondary level (*maqāṣid ash-shari'a al-hājiyyāt*). He becomes an approach (*wasīlah*) or intermediary for the realisation of *maqāṣid ash-shari'a aḍ-ḍarūriyyāt*, namely guarding and protecting the soul (*hiḍz an-naḥs*).

In the context of policy and implementation of Village Fund BLT in Central Java, the absence of reasonable and clear procedures will cause the implementation and distribution of aid funds not to work properly and also not on target. If that happens, the purpose of issuing the Village Fund BLT policy will also not be adequately realised. According to *maqāṣid ash-shari'a*, the secondary *maqāṣid ash-shari'a* (*maqāṣid ash-shari'a al-hājiyyāt*) contains the technical guidelines for carrying out the Village Fund BLT. Because it can affect whether primary *maqāṣid syari'a* (*maqāṣid ash-shari'a aḍ-ḍarūriyyāt*) is successful or unsuccessful, the existence of secondary *maqāṣid ash-shari'a* is equally significant. To put it another way, this secondary *maqāṣid ash-shari'a* serves as a *wasīlah* and a supporter for the primary level realisation of *maqāṣid ash-shari'a*.

To realise primary goals and needs (*maqāṣid ash-shari'a aḍ-ḍarūriyyāt*), in addition to requiring the realisation of secondary needs (*maqāṣid ash-shari'a al-hājiyyāt*), it is also necessary to realise tertiary needs (*maqāṣid ash-shari'a at-taḥṣiniyyāt*). In other words, the fulfilment of the primary goal in the form of protecting the religion, soul, lineage, mind, and property of citizens can only be appropriately realised if secondary and tertiary prerequisites are also available or fulfilled. In the context of Village Fund BLT, tertiary needs (*maqāṣid ash-shari'a at-taḥṣiniyyāt*) manifest in the technical form of providing Village Fund BLT assistance to villagers. This technical assistance distribution will not actually interfere with the essence of the Village Fund BLT because it is only complementary. Its continued presence is necessary because it can enhance how the Village Fund BLT is implemented.

The government's policy is providing BLT Village Funds to the poor and its efforts so that the assistance can be channelled appropriately and fulfils the community's sense of justice clearly in accordance with Islamic values. This rule is the same as the teachings of Islam, which allocate zakat, sadaqah and charity for the poor, weak and oppressed, as contained in Allah's words:

Alms or Zakah expenditures are only for the poor and the needy and for those employed to collect [zakah] and for bringing hearts together [for Islam] and for freeing captives [or enslaved people] and for those in debt, for Allah's cause and the [stranded] traveller – an obligation [imposed] by Allah.⁴³

In relation to the distribution of Village Fund BLT, the paragraph above explicitly states that Village Fund BLT should, in fact, be given to those in need, especially the underprivileged, those with chronic illnesses, the elderly, and those who are weak and unemployed. The previous verse also implies that Islam is very concerned about the weak and oppressed and wants to create equality and justice in society.

By giving priority to the weak and poor, the government has enforced proportional justice and, at the same time, has implemented the mandate of Pancasila, the 1945 Constitution, and religious values. In Pancasila's second and fifth principles, justice values must be upheld, namely just and civilised humanity and social justice for all Indonesian people. With the social justice value, Indonesian people must be aware of their rights and obligations to create justice according to the nature of human nature as individual beings, social beings, and creatures of God. Human justice can avoid disgraceful traits, such as greed, corruption, monopoly, and arbitrariness.⁴⁴ Justice in this context does not have to be equal in everything but proportional enough. It means that the weak, poor, chronically ill, and jobless people deserve to be helped by the state, while people who are already prosperous, capable and economically empowered do not need any more assistance.⁴⁵

Conclusion

Based on the studies that have been carried out, it can be concluded as follows: *first*, the Village Fund Direct Cash Assistance (BLT) is a preventive government policy. It aims to help the poor and simultaneously protect them from the threat of food insecurity due to

⁴³ QS. at-Taubah [9]: 60.

⁴⁴ Asmoro Achmadi, *Filsafat Pancasila dan Kewarganegaraan*, (Semarang: RaSAIL, 2009), p. 13.

⁴⁵ Azhar Basyir, *Negara dan Pemerintahan dalam Islam*, (Yogyakarta: UII Pres, 2000), p. 30 and Murtadha Muthahhari, *Keadilan Ilahi atas Pandangan Dunia Islam*, (Bandung: Mizan, 1981), pp. 53–56.

the Covid-19 pandemic. *Second*, the Village Fund BLT implementation in Central Java went quite well and smoothly, although there were several problems that accompanied it, both related to data collection of prospective beneficiaries and their distribution. The Village Fund BLT policy has proven to have a positive impact on the social and economic conditions of the poor in villages in Central Java. It has also proven to help many poor people meet their economic and health needs during the Covid-19 pandemic.

Third, from a juridical perspective, the policies and implementation of the Village Fund BLT in Central Java which has provided assistance to the poor and vulnerable during the Covid-19 pandemic, are in line with the values of Pancasila and the 1945 Constitution. It also signifies that the government has upheld the law while simultaneously carrying out the 1945 Constitution's and Pancasila's mandate. In addition, it is also in line with the objectives of Islamic law (*maqāṣid ash-sharī'a*), both at the primary, secondary, and tertiary levels. The Village Fund BLT has been able to protect religion (*ḥifẓ ad-dīn*), soul (*ḥifẓ an-nafs*), offspring (*ḥifẓ an-nasl*), mind (*ḥifẓ al-'aql*), and property (*ḥifẓ al-māl*) of poor and vulnerable communities in Central Java due to the Covid-19 outbreak.

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